

India Tsunami Emergency Program
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FINAL REPORT

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A. Goal and Objectives of the Project

Goal:

To save lives and reduce human suffering.

Objective 1:

Constructed temporary shelters for families and improve the situation of families living in there through appropriate and timely maintenance.

Objective 2:

Improved purchasing power of families living in temporary shelters through participating in cash for work.

Objective 3:

Improved access to necessary items to reduce personal risks during the monsoon period.

B. Profile of the targeted population and the critical needs identified in the proposal

The December 26, 2004, earthquake and subsequent tsunami in south Asia impacted nine countries leaving more than 200,000 dead and more than 1.5 million displaced. Entire coastal areas have been demolished and deserted as survivors fled to safety. Thousands of victims have relocated from the coast seeking safe shelter inland. Livelihoods and shelters were destroyed leaving the affected communities dependent on external assistance.

The devastating tidal waves lashed 11 of the 13 coastal districts of India.¹ In Tamil Nadu, the most devastated state on India's mainland, the tsunami caused severe damage. It has been reported that more than 7,932 people have been killed and 3,324 injured in the state alone.

Of the 62,405,679 people residing in Tamil Nadu state (population, 2001), many earn their living as fishermen; there are 591 marine fishing villages along 1,076 kilometers of coastline. One of the hardest-hit districts in Tamil Nadu is Cuddalore where villages and communities have borne the brunt of the tsunami waves. Dependent upon fishing and tourism for economic prosperity, fishing hamlets were swept away, and Silver Beach, a popular tourist attraction, as well as the historically important Cuddalore port were completely devastated.

Grant activities were later expanded to address short-term and intermediate needs of the affected population. Ongoing assessments conducted amongst residents of the temporary shelters in Nagapatinam indicated the need for maintenance of the shelters. Families expressed concern about the coming of monsoon and the lack of appropriate drainage systems in the shelters. As a result, World Vision expanded the shelter project to include maintenance and

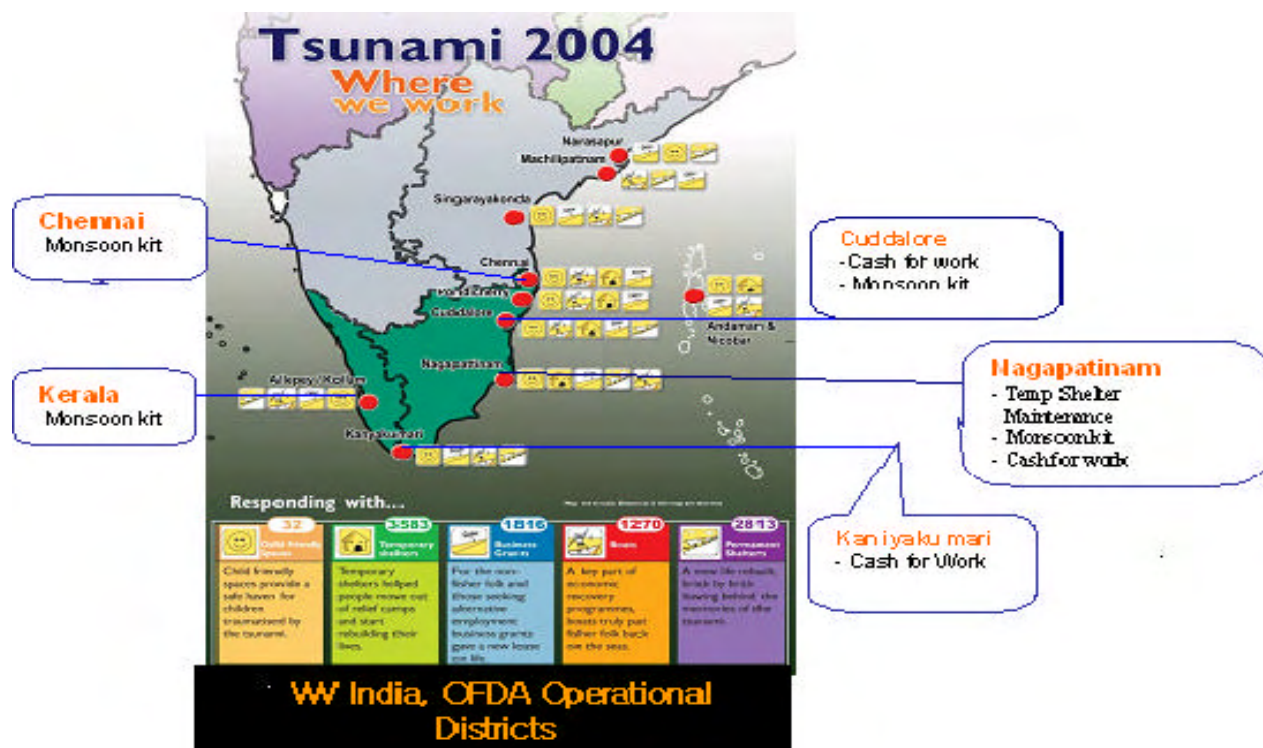
¹ The districts include: Chennai, Thiruvallur, Kancheepuram, Cuddalore, Nagapatinam, Tiruvarur, Thanjavur, Thoothukudi, Ramanathapuram, Tirunelveli and Kanyakumari.

replacements necessary to improve the living conditions of families living in the temporary shelters. Increased salinity in crop land resulted in severely diminished capacity of farming households in the affected areas to recovery of pre-tsunami livelihoods. Amongst the planned cash for work activities that focused on rebuilding community assets, the need for protective berms near crop land was included to prevent future saline intrusion.

With decreased levels of catch and the subsequent fall in their income, the affected fishing households were not able to access to basic items they need for the monsoon period in order to further reduce vulnerability. The OFDA project, therefore, focused on providing temporary shelters, implementation of cash for work program and provision of kits that can help families during monsoon season.

C. Geographic locations of all major program activities

The primary beneficiaries of the OFDA project are those affected by Tsunami. The cash for work activities were implemented in Kanyakumari, Nagapatinam and Cuddalore districts of Tamil Nadu state. Monsoon kits were distributed in four districts of both Tamil Nadu and Kerala. Maintenance of temporary shelter was undertaken in Nagapatinam district. Please see the location of the districts with the respective project activities in Fig. 1 below:



D. Project Beneficiaries

The beneficiary selection criteria varied with the nature of the intervention. However, the primary criteria common across all sites and objectives is that beneficiaries should be those affected by tsunami and in need of external assistance. As a general principle, World Vision is committed to beneficiary selection through participatory, consultative approaches.² Priority was given to widows and low-income households. The selection process engaged all the Ambiyam Leaders and the community in the case of Kaniyakumari district³.

During targeting, there were cases of overlap where families benefited from more than one intervention, e.g. some families whose shelters were maintained were also provided with a monsoon kit. An estimated 15,000 families across the four districts have benefited from the project activities.

II. Program Performance

Objective 1: Tsunami affected families have access to temporary shelters

Expected Result 1.1: 604 Households (approx.3,020 individuals) provided with temporary shelters

Performance Indicator 1.1: # of families who accessed temporary shelters

The major activity in the original proposal was to construct 2,500 shelters in the Tsunami affected villages. Original estimates of the number of temporary shelters were based on the number of potential beneficiaries using lists provided by Community Based Organizations (CBOs), and the assumption that a similar number of temporary shelters would be needed. It was further assumed that the government would permit the construction of this estimated number of houses. However, the government gathered its own lists of beneficiaries, and from these lists, allocated numbers of temporary shelters to NGOs working locally. The numbers of temporary shelters allocated by the government were reduced from the original estimates causing a reduction in the actual number of temporary shelters that could be built. As a result, World Vision's allocation decreased from 2,500 to 604 temporary shelters.⁴

World Vision met its stated objective and constructed 604 shelters in Ariyanattu Street in Nagapatinam district of Tamil Nadu, using fireproof-quality materials, enabling displaced households to begin the process of recovery. In coordination with other agencies working the affected areas, World Vision is implementing integrated, multi-sectoral projects, which contributed to improving the living conditions of the shelters.⁵ Focus group discussions conducted amongst women living in the temporary shelters, revealed an increased sense of privacy and dignity.

² World Vision makes regular assessment of its program. For instance, in August 2005, WV conducted nearly 50 FGDs participating over 1,000 individuals. World Vision Program Team also makes quarterly program review focusing on impacts, constraints and lessons learned.

³ **Ambiyam** is a group of families forming part of a village. Each Ambiyam has one Leader called Ambiyam Leader.

⁴ World Vision has received formal approval from USAID /Delhi on the change in target

⁵ World Vision is implementing Economic Recovery, Psychosocial, Gender and Health and Infrastructure Development Projects in the target districts.

Expected Result 1.2: 2,184 households (approx. 10,920 individuals) received shelter maintenance

Performance Indicator 1.2: # of temporary shelters maintained

Temporary shelters in tsunami-affected areas enabled families to settle with an improved level of privacy. However, subsequent assessments indicated that families had some concerns that included: extreme heat in the temporary shelters, approaching monsoon season, rumors of another tsunami.

Through the modification obtained from OFDA, WV supported the maintenance of 1,984 temporary shelters in Nagapatinam district. The original plan in the modified proposal was to maintain 2,184 temporary shelters. This target was not met because the district Government took responsibility of maintaining some of the temporary shelters that were in WV's plan.⁶

With the current forecast of monsoon rain, government has decided to put additional thatch roofs on the shelters. Appropriate coordination and preparedness is under way to further improve the situation of families living in the shelters. The details of improvements made in the 1,984 temporary shelters through OFDA project are given in table 1 below:

Table 1 *Details of Temporary Shelter Maintenance in Nagapatinam District*

SN.	Location / village	Type of Maintenance	Number of Families
1	Akkaraipettai	Street leveling/toilet construction/water tank platform/ roofing etc	260
2	Kadambadi	Toilet reconstruction/ water pf/ pond sidewall /roof repair	300
3	Polytechnique	Reconstruction of toilets/ floor raising/street leveling/ drainage/ side roof	604
4	Nambiyar Nagar	Drainage work / side roof repair /street light	400
5	New bus stand site (thatched)	Roof/ street light/ drainage/ floor raising/ water platform/ street raising/ pvc roof/	220
6	Thethi Site	Street raising/ floor raising/ Drainage work/inner wall	200
Total			1984

Objective 2: Improved purchasing power of families affected by Tsunami

Expected Result 2: 5051 households (25,255 individuals) get access to cash through participating in cash for work

Performance Indicator 2: # Units of activities accomplished (roads paved and cleaned, berm constructed, etc.)

Cash for Work (CFW) is one of the most powerful and elegant emergency interventions available. It saves lives, it gives people dignity, it empowers women and it maintains and helps rebuild household and community assets. WV engaged 3,698 families (18,907 individuals - 10,800 women and 7,365 men) with a total of 94,099 person-days' employment to accomplish

⁶ The maintained temporary shelters include those constructed by WV, government and other agencies.

various activities. WV paid 100 rupees per person-days to both men and women. In Kanyakumari district where payment rate for women was lower than the rate for men, WV was able to work with the community to ensure equal pay rates.

Even if beneficiary selection criteria varied slightly from state to state, the project primarily targeted individuals/households directly affected by the tsunami and identified by the community and government as the most vulnerable. Except in Nagapatinam district where two individuals were selected from the same family, the general principle across the other districts (Cuddalore and Kanyakumari) was one individual per family. Please see the summary of the cash for work accomplishment in the following table 2 below:

Table 2 *Cash for Work Accomplishments*

Program Site	Activity	Unit	Accomplished Target	Person days	Male	Female	Total
Cuddalore	Land reclamation	Sq.M	378240	73375.5	202	250	384
	Clean settlement	Sq.M	104474	3272.5	62	202	264
Nagapatinam	Berm construction	Km	1.4	3413	1111	2300	3411
Kanyakumari	Cleaning villages and damaged houses (damaged structures, cemetery yard, debris fence, etc.)	Sq.ft	40,435	5084	2444	2640	5084
	Road cleaning and paving	Sq.ft	56,196.58	8954	3546	5408	8954
Totals				94,099	7,365	10,800	18097

World Vision's integrated approach in the Tsunami disaster response helped families to quickly recover from the effect of tsunami. Women like Kanga, a resident in a World Vision site in Cuddalore, participated in the CFW activity and also accessed sewing machines from WV. She was able to meet her basic needs from the previous CFW activities until the village residents recognized her sewing business. She now earns nearly 300 rupees per week from sewing, which is enough for her to cover her immediate needs. Participation in CFW program helped families to bridge the income gap created in the aftermath of the tsunami's devastating impact on jobs and businesses.

Group and individual discussions with beneficiaries revealed that nearly 65-90% of the cash from CFW has been spent on medicine, children's school fees, and food. For many women, the impact of CFW has been profound. The male heads of households make the major decisions for the households and have responsibility for the major assets and management of cash. In the target districts, nearly 85% of the beneficiaries engaged in CFW activities are women. It seems widely acknowledged and accepted that women are better managers of households and better managers of cash. It has been established through various evaluations/researches that when women get access to cash, nearly 100% of it is reinvested within the family, especially on children.

The CFW intervention benefited the most marginalized section of the community. For instance, in Cuddalore district, of the 648 beneficiary families, 162 are widows and 25 are separated. Ten handicapped persons also participated in this program.

It is recognized that there are always some needs that cannot be met by agencies and that beneficiary families have specific needs. The cash component disbursed through CFW activities means that households would be able to pay off debts incurred before the tsunami or as a consequence of the loss of assets, and thus avoids paying interest rates that are often very high. Through the cash for work program, various activities have been accomplished. The major activities included clearing the surroundings, canals and drainage systems. Most of the areas were earlier designated as health risk areas. Those areas have currently become livable and posing no health risks to children and other community members.

Beyond giving families access to cash, the activities accomplished through CFW have contributed much in keeping the environment clean and safe. For instance, in Akkaraikori village in Cuddalore district, the village was full of garbage, thorny bushes and lot of drainage water. The cleaning work helped to remove thorny bushes from the roadsides. The road cleaning and paving activities helped to reduce the available breeding grounds for mosquitoes.

Overall, performance of the CFW project was successful. There was however a few constraints in the implementation process. A few activities CFW activities in Nagapatinam and Chennai districts were not implemented due to flooding and relocation of families. In Kerala, even if the proposed activities were accomplished, the funding was done from other sources due to the significant variance between the estimated rate per person days in the proposal and the actual rate during implementation.⁷

World Vision gave equal opportunity and at times preferred women in recruitment of beneficiaries using flat payment rates both for men and women for a given work norm. This step has encouraged many women who participated in cash for work program.

Objective 3 Reduced personal risks during monsoon season

Expected Result 3: 6,342 households (approx. 31,710 individuals) received monsoon kits

Performance Indicator 3: # families received and signed for monsoon kits

Assessments in temporary shelters indicated that families were not prepared for the monsoon season. On the other hand, after the tsunami, access to cash was reduced due to lack of employment opportunities in the affected districts. Available household cash was prioritized for basic needs. Less cash was available for non-food items necessary to reduce personal risks during the monsoon period.

Based on series of discussions with the beneficiary families and previous experience, WV drew up a list of non-food items that were identified as necessary for every household during

⁷ The original estimated payment rate was 100 –150 Rs. per person-day as opposed to Rs. 200 during actual implementation. The increased rate is mainly due to the generally expensive labor cost in Kerala and the increased demand created for the same to accomplish various activities before monsoon rain.

monsoon period. Each monsoon kits distributed contained 2 umbrellas, 1 mosquito net, 1 plastic mat, and 2 cotton sheets per kit. The quantity of items in the kit took into account an average size of a household (5 individuals per family) in the target districts, thus ensuring that sufficient items be available for use within each target family. Total of 11,182 monsoon kits were distributed to 11,182 families (approximately in 53,676 individuals) in four districts.⁸ The proposed target in the modified proposal was to address 6,342. Due to the decrease in estimated per unit cost, World Vision was able to address additional beneficiaries with in the proposed budget.⁹ While addressing the main problems in the temporary shelters through maintenance, provision of the kit helped to make sure that families pass through rainy season in a relatively safe way.

Table 3 *Distribution of Monsoon Kits*

Item in a Kit	Distribution Site / District			
	Cuddalore	Kerala	Chennai	Nagapatinam
Umbrellas	2,892	16,000	3,072	400
Mosquito nets	1,446	8,000	1,536	200
Plastic mats	1,446	8,000	1,536	200
Bed sheets	2,892	16,000	3,072	400
No of kits per site	1446	8000	1536	200
Total kits distributed	11,182			

III. Overall Project Performance

Tsunami response programs by most agencies focused on recovering the fishery industry. However, six months after the disaster, some families were in need of cash, basic items and improvement in their shelters. With the exception of a few CFW and shelter maintenance activities that were not accomplished, World Vision was able to implement the activities and was able to attain its objective of improving the situation of the target families.

IV. Financial Performance

The approved budget for this project after the last modification is US \$ 665,992. World Vision was able to utilize US\$ 559,198 of the budget. World Vision was not able to fully utilize the available funding. Contributing factors are as follows:

- The decrease in per unit cost of temporary shelter maintenance. There was a projection that costs of materials required for maintenance will increase, which did not happen in reality.
- Decrease in actual number of shelters WV can maintain because the government also took responsibility of maintaining some shelters
- Few of the proposed cash for work activities in Nagapatinam were not fully implemented due to the flooding caused by monsoon rain.

⁹ WV has officially notified USAID/Delhi of the increase in targets